

(1) *Absolute* contraband to include (*inter alia*) arms, projectiles, powder and explosives, sulphuric acid, gun-equipments, military clothing, copper, lead, barbed wire, warships, aeroplanes and rubber. [In the Declaration itself, rubber was stated to be free.] The list of absolute contraband was thus substantially enlarged.

(2) *Conditional* contraband embraced (*inter alia*) food-stuffs, forage for animals, clothes, vessels and craft, and hides. [The Declaration had made raw hides free.] In the second Proclamation, the Declaration was reaffirmed subject to such modifications as these: namely, the liability of conditional contraband to capture if on board of a vessel bound for neutral ports where the goods were consigned "to order" (since obviously, this would permit direct transmission for the enemy's use); or if a ship's papers failed to disclose the name of the consignee, or if they showed a consignee in territory either belonging to, or occupied by, the enemy—the primary object being to prevent the enemy from deriving supplies for hostile purposes from or through neutral countries. It should be explained that the term absolute (or unconditional), applied to contraband, signified materials of direct application in naval or military armaments, while the qualification of "conditional" attached to articles which were fit for, but not necessarily of direct application to, hostile service : to articles, that is to say, which were susceptible of use in war, as well as for pacific purposes, such as foods, forage, clothes, vessels and craft. It will at once be perceived what a fertile ground the interpretation of these terms provided for differences of judgment, and disputes. The

removal of iron ore by Proclamation from the free list contained in the original declaration to the contraband schedule created great offence in Sweden, while America objected to our conceptions of International Law, and vigorously bewailed the commercial losses which our modifications entailed upon the industries of that country. In short, the study of the construction of the Declaration and of the several proclamations fails to furnish happy reading or to impress us with any sense of sagacity or prevision in the original framers! It is obvious that the question of contraband—in respect equally of the prolongation